

The Confederation of  
Residents and Ratepayers Association:  
An Example of Citizen Participation  
in the City of Toronto

CORRA

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In Partial Fulfillment of an  
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THE CONFEDERATION OF RESIDENTS AND RATEPAYERS  
ASSOCIATION--AN EXAMPLE OF CITIZEN  
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## ABSTRACT

This paper recognizes the importance of citizen participation in the planning process. Primarily, it examines the functioning of the Confederation of Residents and Ratepayers Association (CORRA)--an umbrella organization composed of forty citizens' groups in the City of Toronto.

A philosophical look at citizen participation introduces this research in order to provide a basis for its understanding. A brief historical account of the existence of citizen participation in the City of Toronto accompanied by an investigation into the founding of CORRA follows. The author then explores CORRA's structural form, its municipal involvement, as well as a variety of issues which have solicited CORRA's concern. The concluding chapters discuss those factors, past, present, and future, enabling CORRA's success or failure.

All in all, this paper maintains that citizen participation is a necessary element in the planning process and illustrates how citizens can be instrumental in shaping their environment.



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## I. INTRODUCTION

### The Philosophy of Citizen Participation

"Planners have always talked about communities; but, in the last few years communities have been talking back."<sup>1</sup> There is now a growing demand by many for more opportunity to contribute and for more say in the working out of policies which affect them. Not merely at election time, but continuously, as proposals are being hammered out and certainly as they are being implemented. This growing emergence of citizen interest is based upon the assumption that "the ordinary person possesses the right to participate in decisions which affect his life."<sup>2</sup>

People should be able to say what kind of community they want and how it should develop and they should be able to do so in a way that is positive and first hand. It matters to us all that we should know that we can influence the shape of our communities so that the towns and villages in which we live, work, learn and relax may reflect our best aspirations.<sup>3</sup>

Participation constitutes affirmative activity, an exercise of the very initiative, the creativity, the self-reliance, the faith that specific programs, such as education, job training, housing and urban renewal, health, consumer education and others seek to instill. Participation is the necessary concomitant of our faith in the dignity and worth of the individual. The denial of effective participation including the opportunity to choose, to be heard, to discuss, to criticize, to protest, and to challenge decisions regarding the most fundamental conditions of existence is a denial of the individual's own worth and a confirmation of his impotence and subserviency.<sup>4</sup>

Politically, citizen participation represents the

concept of "participatory democracy" which, in essence, is a turning away from the essential principle of "representative democracy"--the delegation of the right to make decisions to a small body elected by a popular majority--in favour of "government by the people" not merely as an occasional expression of choice via the ballot box but as an active and continuous involvement by the citizen in the making of those decisions which directly affect them.<sup>5</sup>

Thus, citizen participation is the cornerstone of democracy.

It enables the have not citizens presently excluded from the political and economic processes to be deliberately included in the future. It is the strategy by which the have nots join in determining how information is shared, goals and policies are set, programs are operated, etc.<sup>6</sup>

#### Pressures Generating Participation Demands

Numerous pressures generating demands for participation exist. These include rising levels of education, increasing size, complexity and pervasiveness of organizations, the narrow rationality of institutional decision-making, the effectiveness of voting and representation, and today's rate of change.

#### Rising Levels of Education

Today's massive investment in education has produced a public which is better educated and therefore more critical and more demanding towards improving their well-being. As more people are attaining higher levels of education, more people are becoming aware of themselves and those forces affecting their lives. As a result, they are becoming more

interested in the future and not only in today.

This increased awareness has also been the result of a number of other prevailing forces. Francis Bregha notes that

travel, all the media, modern popular music, etc. show people how to get involved, how to put the newly acquired skills or ideas into practice, how to reach out and become part of a larger human community where the old truth that, 'no man is an island' translates itself into a deliberate wish to belong, to play a significant role.<sup>7</sup>

#### Increasing Size, Complexity and Pervasiveness of Organizations

The last thirty years has witnessed remarkable changes occurring in governments and most other institutions. The growth of modern government has had an impact on the lives of all individuals and it is inconceivable to anticipate if or where a new line will be drawn. This sensation of helplessness produces strong motivations to participate.

Increasing size and complexity, also characterizing institutions today, cause citizens to perceive them as being remote and impersonal. Colin Vaughn, alderman, City of Toronto, notes that,

The failure of the remote bureaucrat to administer and legislate for the real needs of the people has become a crisis in our society. The educator has lost contact with those who wish to learn; the authorities have lost contact with the public; the politician has lost contact with his constituents . . . the people are unable to relate to the forms of government they have inherited and governments are unable to relate to the responsibilities they should fulfill.<sup>8</sup>

In addition, ~~increasing size and complexity~~

of institutions have forced top decision-makers to support tremendous burdens. Politicians can deal with only so many issues at one time and cannot possibly consider all the implications of each. Realizing this, individuals and groups organize to ensure that their interests are not overlooked.

Remoteness and complexity render a general confusion and doubt as to who controls decision-making. The Committee on Government Productivity notes that "this confusion may well be the result of the proliferation of government bodies (Ontario alone has some 250 bodies, agencies and commissions) and the increasing interdependency of all three levels of government."<sup>9</sup> Uncertainty as to where decision-making power actually lies provokes the public to effect decision-making directly.

#### The Narrow Rationality of Institutional Decision-Making

People today believe that governments and other institutions base their decisions on a too narrowly-defined understanding of what constitutes human well-being. Implied here is the assumption that scarcity is mankind's central problem. To overcome this scarcity governments encourage economic growth and development. Thus, society's progress is defined in terms of output--more roads, more buildings, more jobs, and higher incomes.

The issues of "quantity" supercede those of "quality" is best illustrated by our economic cost-accounting system which fails to consider social and cultural

consequences, or the impact of technological change on our environments. Thus, elements which many people consider of paramount importance--beauty, diversity, meaningful human relationships within a given community, a pleasing environment--are often bypassed or given secondary consideration.<sup>10</sup>

Thus, by organizing, people realize that they might prevent institutions from making and implementing those decisions impinging on human and environmental values.

#### The Effectiveness of Voting and Representation

People realize that their present form of democratic representation--one-man-one-vote every X years pattern--cannot deal effectively with all of their immediate needs and desires. This leads to lower credibility regarding the effectiveness of political mechanisms. Therefore, citizens perceive an urgency to partake in affecting decisions firsthand, to rely upon their own understanding and to determine their own conclusions.

#### Today's Rate of Change

Recurrent technological revolutions have resulted in an accelerating rate of change, thereby providing the basis for increased public participation.

First, numerous disruptions such as increased building developments, wider roads, new power lines, more airports and more traffic, have forced people to participate in order to protect their vested interests from outside invasions.

Second, as traditional establishments and communities such as the family, the church, or the neighborhood decrease in significance, people experience the urge to institute novel communities. Relating to a group satisfies a fundamental requirement for countenance and companionship. The community association is viewed as a vehicle enabling people to fulfill this drive.

Finally, as pointed out by Alvin Toffler in Future Shock, existing institutions lack the ability to master the rapidly occurring changes. Thus, participation emerges as both a cause and an effect of this incapacity to manage rapid change.

The bureaucratic machinery beautifully designed to make routine decisions in slower more stable surroundings, suddenly feels itself inept, incapable of coping with the strange new crises that present themselves . . . pressed for instant action on all sides, the basic organizations of the city, like future shocked individuals, find themselves punch drunk, hopelessly bewildered about their goals. Like adolescents caught up in an identity crisis, they stumble about asking, "What are we doing? Who are we anyhow?" and there is no time to stop and think deeply about the answer.<sup>11</sup>

Cumulatively, these factors represent those major pressures precipitating participation.

#### The Citizens' Group

The desire on the part of the citizen to be involved in decisions affecting his life has found expression in the formation of a political group. Initially, two types of



groups exist: those which have established to satisfy government programs, and those which have established voluntarily, in reaction to a certain issue. The theme of this paper is concerned with the latter group-type.

Maureen Quigley, in her report, Democracy is Us, emphasizes that "an issue is crucial to the initiation of a 'voluntary' organization. Usually the issue is perceived by the residents of the designated area for private or public development as a direct visible threat to property and immediate surroundings."<sup>12</sup>

Thus, citizens organize to protect their surroundings and pursue their interests. The citizens' group is viewed as the form of organization the citizen uses to aggregate his power for responsible participation in the planning process.

According to Saul Alinsky, the object of forming a peoples' organization is twofold.

First, to bring people together in an organized framework where: they get to know each other's point of view, they reach compromises on many of their differences, they learn that many opinions which they entertained solely as their own are shared by others, and they discover that many problems which they had thought of only as their problems are common to all. Out of all this interplay emerges a common agreement and that is the peoples' program.<sup>13</sup>

The second objective is to use the solidarity generated, with its consensus on program, as a power base from which

the fight for what is desired, can be mounted. The Hon. J. Munro reflects this objective in a paper presented to the Canadian Conference on Social Welfare, 1970.

The crucial role of citizens' groups is to organize and mobilize their people into a political force so that their views can be heard in their own right and not filtered through a massive superstructure of agencies and committees and officials.<sup>14</sup>

In all, the citizens' group is that vehicle used to articulate the public's goals for the good life.

## II. AN HISTORICAL ACCOUNT OF CITIZEN PARTICIPATION IN THE CITY OF TORONTO

The first period of advocacy for citizen participation was the turn of the century when concern over the slum conditions played an important role in bringing together various civic groups which launched planning as a profession.<sup>15</sup>

### Early Citizen Action

The early 1920's witnessed the emergence of the "Toronto Annex Ratepayers' Association," covering the southwestern part of the city. As it is still in existence today, this association is the oldest citizens' group concerned with planning in the City of Toronto, and possibly Canada. Its stated purpose in 1923 was as follows:

The aims and objectives of the Association are to preserve the residential characteristics of the district, to promote measures to stimulate interest in improving still further the appearance of the area, and to assist in preparing and, where necessary, enforcing ordinances and laws for the comfort, safety and good appearance of the Annex.<sup>16</sup>

Wording it another way some forty years later, the Association stated that it was,

prepared to guide and represent major battles to protect the Annex from undue exploitation and it is prepared to work with architects, planners, politicians and developers to achieve sound development in our area.<sup>17</sup>

In 1934, a group of citizens banded together to

inquire into the housing conditions in the city of Toronto.

Special reference was paid to

the construction of the houses, their sanitary facilities, overcrowding and other conditions detrimental to health that might exist in them. The rentals paid by the tenants were investigated and the surroundings of the undesirable areas were surveyed.<sup>18</sup>

Finally, remedies were recommended. A house on University Avenue was turned into a housing centre and exhibitions and meetings were held there. The then Lieutenant-Governor of Ontario, the Hon. H. A. Bruce, chaired this committee, whose endeavors resulted in the publication of the Bruce Report. In addition, members of this group made an effort to arouse interest in housing nationally, and fairly successful housing conferences were held in Ottawa and Toronto in 1938 and 1939.

In 1943, the "Civic Advisory Council of Toronto," formerly the "Toronto Reconstruction Council," was established. This council, composed of various organizations and institutions throughout the city (see Appendix A), was advisory to the City Council and had the powers and duties to inquire into, report on, and make recommendations with respect to:

position, powers, duties and responsibilities which a municipality should have in the postwar era, plans and policies the municipality should adopt in co-operation with the Federal and Provincial Governments for employment, social security, and the rehabilitation of members of the armed forces.<sup>19</sup>

It was provided that the council should organize and

conduct a general public educational program through news stories and by supplying free of cost speakers to fill radio and other engagements before interested groups and generally to acquaint the public with the need and advantage of early post-war planning. Publications in the form of reports were released by Council on subjects about which the City Council requested information. The Toronto Civic Advisory Council was later incorporated into the Metro Toronto Planning Board.

In 1944, the "Toronto Citizens' Forum" emerged. This Association, known initially as "Citizens' Housing Association," and later as the "Citizens' Housing and Planning Association," had five objectives:

to present an educational program on housing and planning; to work toward the elimination of blight and construction of low-rental housing units in Toronto; to obtain housing for families of servicemen and for the servicemen themselves after demobilization; to cooperate with the planning authorities; to promote research into housing and planning matters.<sup>20</sup>

Its membership of three hundred comprised some forty-eight health, welfare and educational associations. The Association worked vigorously and maintained a determined attack on all three levels of government by means of briefs, letters, editorials and meetings. During 1945 and 1946, the Association did a full survey of all the blighted areas, particularly the Regent Park Area. Its continuous efforts

resulted in the beginnings of the Regent Park North Project in 1947. As soon as this project was underway, the Association campaigned for the establishment of the "City Housing Authority," and this was set up during 1947. Harold Clark, the chairman, commenting on five years of work with the Association, wrote: "This association can with some justification claim to be one of the founders of the public housing movement in Canada."<sup>21</sup>

During the early and middle Fifties, resident and ratepayers' groups organized in order to attain more knowledge concerning planning, development and zoning decisions on the municipal level which, up to this time, had been traditionally made in secrecy.

#### The Co-ordinating Committee of Toronto Ratepayer Associations

In 1955, the various groups united under the Co-ordinating Committee of Toronto Ratepayer Associations--the first umbrella committee. Member associations numbered thirteen in all, including the Bureau of Municipal Research and the Community Planning Association of Canada. All of the member resident groups covered middle and high income areas in Toronto's midtown. The foremost goal of this Committee was "to ensure stability and improvement of residential districts and the preservation of existing green areas."<sup>22</sup>

In 1956, the Committee organized a Metropolitan Conference of Ratepayers aimed at making citizen groups effective in civic affairs. Participants discussed the possibility of establishing a Metropolitan Federation of Ratepayers. However, nothing seems to have resulted from this conference.

Throughout 1957, planning and zoning matters continued to be the main concern of the Co-ordinating Committee. This period also marked the beginning of all-candidates meetings prior to municipal elections, sponsored by the combined efforts of the Committee and the Association of Women Electors (AWE). These "non-partisan" information meetings --as termed by the AWE--still exist today.

In 1958, the Co-ordinating Committee reorganized itself into five standing committees, each with specific responsibilities. These were: membership and publicity, traffic and transportation, property and planning, parks, and alerting. At the same time, membership rules were changed to allow for the inclusion of any "public spirited citizen," even if he or she did not represent any ratepayers' group.

The same year witnessed a rift occurring between the Committee and one of its member associations, The Annex Ratepayers' Association, which culminated in the complete

dissolution of that association in 1963. The Annex considered participation in the Committee a waste of time, being convinced that "problems have come up that can be shared, but in the last analysis, it is the District Ratepayers' Association that must make its own way."<sup>23</sup>

In 1961, the Co-ordinating Committee of Toronto Ratepayers presented an overview of its attitudes toward a variety of municipal issues. This position paper committed itself to the slogan: "The efficacy and efficiency of the democratic process needs an informed and active electorate ready at all times to guide and counsel their elected representatives."<sup>24</sup>

The Co-ordinating Committee continued to follow its established course throughout the 1960's. Although no records exist, indicating the dissolution of the Committee, it seems that it--after having initiated an Anti-Spadina-Expressway Fund in 1962--became integrated into one of the numerous groups involved with this issue during the latter part of the 1960's.



### III. THE FOUNDING OF CORRA

As mentioned previously, "an issue is crucial to the initiation of a citizens' group" (p. 7). In the case of CORRA, four specific issues were responsible for its emergence as a city-wide federation of citizens' groups. These were:

- (1) Aura Lee/Ramsden Park.
- (2) A rezoning application for the corner of Hazelton and Yorkville Avenues.
- (3) A public debate regarding new ward boundaries for the City of Toronto.
- (4) The Spadina Expressway.

#### Aura Lee/Ramsden Park

Ramsden Park is located between Avenue Road and Yonge Street near the northern end of Toronto's midtown area across from the Rosedale subway station. Up until 1967, the University of Toronto owned the property immediately north of the Park, known as Aura Lee. Early in 1967, the University announced that it was going to sell. As such, this provided for a possible expansion of Ramsden Park. However, complications arose when, in 1967, an unknown development company acquired a piece of property close to the University and proposed to exchange it for Aura Lee.

Although it could never be proven, all available evidence suggested that the firm backing this small company was Greenwin Construction Limited, which already owned two large apartment towers south of the park. Upon learning of the University's desire to sell, the local residents' association, the Bay-Avenue Road Ratepayers' Association, began urging the city to purchase the property. To this end the Ramsden Park Committee, consisting of ten residents' associations emerged.

In addition, the local residents were not in favour of any more high-rise development to the north, which would effectively cut into the small remaining stable low density residential area north of the park. But all of this opposition was not effective in preventing the land exchange from going through. However, continued efforts by the Ramsden Park Committee resulted in the City formally deciding to purchase Aura Lee in October 1970. Presently, this property is part of a redesigned Ramsden Park.

#### Hazelton and Yorkville Avenues

The second issue involved an apartment-hotel at the corner of Yorkville and Hazelton Avenues. In order for this development to occur, the area had to be rezoned. This 1968 rezoning application did not coincide with the intentions of the then plan for Yorkville, which supported preserving the

present character of the area. In reaction to this rezoning application, the local residents' association initiated a "Save Yorkville Now Committee." In addition to acquiring support from many well-known Torontonians, the Ramsden Park Committee offered much assistance. The "Save Yorkville Now Committee" even approached the Ontario Department of Trade and Development in a letter dated April 17, 1969, stating, "we would be grateful for any ammunition you can supply us with. You wouldn't want to diminish the 'swinging Ontario image' by losing swinging Yorkville."<sup>25</sup> As might be anticipated, the committee succeeded in their efforts, as the application was finally rejected.

#### New Ward Boundaries

In 1969, debates concerning new ward boundaries for the City of Toronto, evolved. Basically the alternatives proposed were:

a reorganization of the existing strip-ward system--necessitated by a shift in population--versus a new system of block-wards. Strip-wards traditionally included various occupation and income groups, whereas block wards were designed to cover a more homogeneous area in terms of income and class. Successive municipal elections had shown that the better educated, middle and upper-middle class portion of a strip-ward would inevitably out-vote the lower class areas and elect a representative who would mainly be responsive to middle-class interests. The block-ward system was supposed to be more just and enable people from lower income areas to have a voice through an elected representative of their own.<sup>26</sup>

Since the City Council, faced with the December 1969 elec-

tions, favoured the strip-ward system, the case had to be taken to the Ontario Municipal Board. The fight by many concerned individuals resulted in a favourable O.M.B. decision supporting the block-ward system.

### The Spadina Expressway

During 1969, the Spadina Expressway debate was regaining momentum and starting to involve large numbers of people and groups. In the summer of that year, Rev. Eilert Frerichs, presently the secretary of CORRA, began researching this issue, aided by a group of students. In August, the findings and results were presented by Margret Campbell, then an alderwoman, at a public meeting. Rev. Frerichs believes that it was this action that initiated concern over the Spadina Expressway once again.

### The Decision to Confederates

All throughout 1969 and during the four issues described above, people had been talking about the necessity of establishing a city-wide federation of residents' associations in order to give more strength and legitimacy to their arguments.

In August, 1969, representatives of various established groups across the City assembled at the home of Jim Heal, who later became CORRA's first chairman. At the meeting two questions were discussed. First, it was thought

that the new group could become the focal point for a participatory movement of community groups--"Citizens United." However, the meeting soon realized that it was actually only composed of representatives of ratepayers' groups and that a confederation of ratepayers' groups was the simplest option. This latter option was chosen and endorsed by CORRA's founding meeting in September of that year.

#### IV. ORGANIZATIONAL SET-UP

##### Membership

Presently CORRA is composed of thirty-seven associations, ranging from Ward 9 in the east end to Humberside in the west end, with Don Vale in the inner city.

According to its constitution, all member associations must have a current paid membership of not less than forty. Conceivably, this floor of forty members per association would complicate the efforts of any counter-organization, such as developers, to infiltrate CORRA with the prospect of taking it over.

Member associations pay an annual fee of twenty dollars. These dues seem quite inadequate, considering the wide distribution CORRA submissions receive and legal fees that are sometimes incurred.

CORRA is, by and large, a middle-class, heavily Anglo-Saxon organization. Member associations come mainly from Toronto's established wards. Some of the community associations in the poorer areas of the city, like the Greater Riverdale Organization (GRO) have refused to join CORRA, as they believe their interests to be fundamentally different. Initially the middle-class desire to protect their gains, whereas, the working-class, having nothing to lose, are concerned primarily with change. Results of a survey financed

by the Department of National Health and Welfare (Corota) reveal that,

low income citizen participation groups are concerned primarily with what may be termed as the bread and butter issues affecting their daily lives. They organize to fight against abuses of the welfare system, the practices of some slum landlords who charge exorbitant rents for inferior accommodations, the arbitrary and frequently inhuman treatment received from public agencies and government bureaucracies and as a means of regaining some degree of self-respect and control over the community institutions whose decisions vitally affect their lives.<sup>29</sup>

In addition, most low income citizen participation groups do not possess the information required to meet the establishment on its own terms and risk humiliating defeat on a frontal encounter.

### Leadership

One delegate from each of the member associations constitutes the CORRA council. One alternate delegate from each group may attend council meetings, but cannot vote.

The executive consists of a chairman, three vice-chairmen, a treasurer and a secretary, of which currently two are clergy, three are university professors, and one is the administrative assistant to Stephan Lewis. Executive offices are held for one year, but are subject to recall.

The presence of ten delegates, thereby constituting a quorum, attend the regular meetings which have been

instituted on the third Thursday of every month. This appears quite low, since it is possible for members of the executive to act as delegates of their particular residents' association if their group has directed them as such. But it seems to be more of an expediting device than one designed for control because CORRA, like many voluntary associations, occasionally suffers from lack of attendance and a certain amount of business has to be dealt with on a routine basis. Since the CORRA council is the policy setting body and since "no member association may speak or act in the name of CORRA without the written authority of the council,"<sup>27</sup> great care is generally taken to ensure that a large number of people attend when important policy decisions are to be made.

At times, Council approval is difficult to acquire due to time pressure. When this occurs the executive can confirm a submission to be made. It is necessary for executive members, writing on behalf of the federation, to check with two or three other officers.

Although the number of people actively involved in CORRA's day-to-day operations is fairly small, approximately ten, they are by means always the same people. Preceding each election of officers, a "Striking Committee" ensures the existence of at least one candidate, preferably more. The criteria used to select a certain group of individuals relates to a number of specific qualities and



characteristics. The importance of competent leadership is stressed as the only way that people can express themselves is through their leaders. Thus, they represent the direct expression of the people and reflect the needs and interests of the community. Rev. Frerichs and Mrs. Annella Parker, secretary and recording secretary, respectively of CORRA, believe that a leader should be willing to devote all of his/her spare time to CORRA, not have an overwhelming desire to sit on City Council, feel that he/she is constantly speaking for the group and thus should always be consulting with the members, and that he/she should be capable of distinguishing between major and not so major issues. However, as in the case of all voluntary positions, it is occasionally difficult to convince very capable persons to assume added responsibilities.

#### Task Force Structure

Presently, the Transportation Committee is the only permanent committee set up by CORRA, to deal with a planning issue. This has largely been due to the Metro Centre debate in which the federation has assumed a very active role. All other sub-groups are formed as task forces concerned with a specific issue which dissolves when their work is completed. Colin Vaughn feels that the task force structure has provided an opportunity whereby,

a small group has been free to act within the framework of a CORRA resolution without having to refer every decision back to a general meeting. This must be considered a sensible bridge between accountability and the need to act quickly as an issue develops at City Hall or in the media.<sup>28</sup>

### Political Stand

As evidenced from CORRA's general objectives, which include:

- (1) to promote better urban life;
- (2) to promote beneficial legislation;
- (3) to foster communication with elected representatives (thereby ensuring early information of new developments and permitting representations before completion of plans);
- (4) To make available to all member associations the organizational and other experience of the older Toronto member associations;
- (5) To assemble information on voting behaviour of elected city officials;
- (6) to create better government;

this federation is not a proponent of rigid confrontation politics. On the contrary, CORRA seeks to work with City Hall, instead of constantly being its opponent.

Politically, CORRA does not lean to any one particular party. Member associations feel that CORRA cannot afford to be partisan, as it is important to make allies. ~~As a~~

result, CORRA experiences good working relations with all political parties.

V. CORRA'S INVOLVEMENT IN THE DECEMBER, 1972  
MUNICIPAL ELECTIONS

All throughout CORRA's involvements in Toronto's municipal affairs it became repeatedly evident that the major stumbling block in all of its efforts were the people commanding power at City Hall, a majority of "old guard" aldermen, who were totally opposed to all residents' groups and did not fail to prove it on every available occasion.<sup>30</sup>

In addition, these aldermen favoured a philosophy of urban progress defined by growth and expansion in every area but primarily in the development field.

CORRA council members discussed at length the possibility of supporting reform candidates in the municipal election campaign of 1972. However, some feared that political struggles would disunite their membership and adopted the traditional ratepayer's view that "you don't ever back any candidate in order to be able to work with the winner."

"Community Organizing for '72" (CO '72)

In the meantime, a number of CORRA activists, in cooperation with the then "reform" minority on council, had effectively devised a compromise solution. It came in the form of "Community Organizing for '72" (CO '72). CO '72 was committed to the principle that

good government can only spring from a high degree of involvement on the part of citizens all over the city, and such involvement can best be helped by community organizers who are responsible to the community in

which they work. Good political representation flows from active groups of ordinary people who hold their politicians accountable.<sup>31</sup>

CO '72's one full-time organizer was to instigate reform efforts in Toronto's eleven wards, aid existing groups in electing candidates and encourage new groups to do the same. Although this organization was not as effective as it originally hoped to be--"being mainly an information clearing house and fairly successfully limited the number of reform candidates in any given ward to two"<sup>32</sup>--it produced an aura of real reform movement which people, working on the ward level, were able to identify with. CORRA supported the goals of CO '72, thereby resolving its public endorsement dilemma.

#### The New City Council

Although CORRA did not endorse candidates, numerous individual members partook in different campaigns throughout the city. The results of the December elections were extremely favourable, as not only did a reform majority win, but it included four aldermen who had been directly concerned with the efforts of CORRA, two as members of the executive, and two as delegates. In addition, several others were appointed to public bodies which received more citizen representation.

Later on in the month CORRA held a public meeting at City Hall to discuss the choosing of an Executive Committee from among the newly elected Council members--something which

used to be left to the judgement of the Council members. The meeting seems to have been a success, as sixteen aldermen-elect agreed to hold ward meetings, as well as another city-wide meeting to discuss the committee selection, and nine obediently agreed to postpone the choice until later, in order to consult "the people" more fully.

## VI. ISSUES WHICH CORRA HAS BEEN INVOLVED IN

1969-1972

Since its founding, CORRA has been involved in various issues of significance.

It has appeared before innumerable meetings of Standing Committees of Council as well as some twenty cases before the Ontario Municipal Board. In 1970, CORRA suggested a two year term of office for elected councillors, an aldermanic salary increase and the abolition of the Development Department.<sup>33</sup>

In its submission to the debate on goals, priorities and objectives of City Council in October 1970, many of the CORRA policies on various issues can be found. CORRA based its recommendations on the following fundamental objectives:

The creation of a city that is liveable and attractive, that preserves the best of its past and shapes its future with imagination, whose vitality is nourished by the vigor of distinctive neighborhoods, whose people are decently housed and supported by efficient physical facilities and humane social services.<sup>34</sup>

And it warned,

A city is more than concrete and office blocks and expressways. The social cost of short-cut planning, based on narrow economics is beyond calculation. The easy solutions of earlier councils live on today as costly errors and intractable problems.<sup>35</sup>

Consequently, it recommended,

strict adherence to the official plan, the provision of family housing by the city (with all ensuing consequences), completion of Part II Planning Studies for all areas of the city, decentralization of commercial activities within the city, an increase in park supply in order to bring it up to standard, the

preservation of stable neighborhoods and individual housing and rehabilitation grants and the funding of citizens' groups.<sup>36</sup>

One of the more original proposals was the suggestion to include the first and second runners-up in the mayoralty election in the City Council as "aldermen-at large." Thus, CORRA argued, "qualified individuals would not be as easily discouraged from running for mayor."<sup>37</sup>

CORRA has experienced much success since its founding. Noted efforts include the cancellation of the Spadina Expressway, which was not only due to CORRA's involvement, of course, but finally due to many of its members who acted outside the organization, the Metro Centre Debate during which CORRA asserted its position in favour of public housing, and the publication of aldermanic voting records.

The first two issues elicited much concern due to the legal costs incurred. The O.M.B. hearings on Metro Centre alone involved \$13,000. Substantial sums of money were raised via the establishment of the "Spadina Review Corporation." The "Civic Review Improvement Foundation" followed in 1971.

In 1972, CORRA compiled voting records of the City of Toronto Council members (see Appendix C). This public exposure of some of their actions on Council was taken very seriously by most aldermen. One went as far as explaining



that he had been absent from a crucial Metro Centre vote because of "doctor's orders."

Brief to the Ontario Task Force on Housing

In March, 1973, CORRA, concerned with the form new housing has tended to take in the past, and should take in the future, submitted a thorough brief to the Ontario Task Force on Housing. Defined within were a number of principles considered necessary to guide the achievement of Toronto's policy "to support the building of varieties of accommodation . . . to take care of the needs of various household composition."<sup>38</sup> (The official plan, 2.3.) The principles are as follows:

- (1) To encourage neighborhood stability, preservation and rehabilitation of the existing housing stock;
- (2) To secure change that is integrated into existing communities;
- (3) To ensure adequate housing for families and individuals on low income and medium income while promoting a mix of incomes and households within particular communities and the city as a whole;
- (4) To provide a variety of housing forms to meet the needs of different households;
- (5) To reduce and stabilize housing costs;
- (6) To encourage public ownership of land;
- (7) To encourage alternate forms of housing sponsorship;
- (8) To encourage user control of rental housing;
- (9) To create decision-making processes to permit and encourage increased user participation in housing decisions.<sup>39</sup>

The remainder of this brief dealt with CORRA's specific recommendations on how these principles can be met. CORRA advocated that:

- (1) Block grants should be made available to municipalities to enable them to set their own spending priorities;
- (2) The Province should encourage the Federal Government to make similar grants to municipalities;
- (3) Appropriate legislation should be enacted to permit different planning controls;
- (4) Municipalities should be given statutory powers to exercise a variety of development controls, including social criteria;
- (5) Building and Demolition Permits should be brought into the planning process;
- (6) Amendments to the Planning Act should be made to permit communities to respond to and participate in the planning of new developments at the earliest opportunity;
- (7) Legislation should be passed to enable neighborhoods to set and enforce their own housing standards;
- (8) Local decision-making should apply to securing tenant management in O.H.C. projects and future municipally-owned housing;
- (9) Citizen involvement in redevelopment planning should be encouraged throughout the Province;
- (10) This Task Force should request the Federal Government to undertake an investigation of the private housing industry with a view to laying charges under the Combines Investigation Act;
- (11) Land acquired with public funds or held by public and semi-public institutions should not be sold, except under special circumstances;
- (12) The Provincial Government should encourage and stimulate non-profit and co-operative housing

sponsors by making available to them the necessary expertise and by setting up a Provincial Mortgage Band;

- (13) This Task Force should urge the Federal Government to undertake a review of the Central Mortgage and Housing Corporation;
- (14) The Government of Ontario should develop a housing policy with the goal of providing adequate housing at reasonable cost for every resident of Ontario as a right;
- (15) The Government for Ontario should set up a Ministry of Housing to create with the municipalities the policies and programmes necessary for achieving this goal;
- (16) The Ontario Housing Corporation should become a part of this Ministry;
- (17) Raw land in and around municipalities should be developed for housing under public ownership;
- (18) Land values in areas approaching development should be frozen in order to stop land speculation: that a new Ontario Land Corporation, in consultation with municipalities should designate and acquire such lands, service and develop them together with local municipalities;
- (19) Urban land that becomes available for development should be placed under crownhold;
- (20) Provincial Governments should make substantial grants available to municipalities for land assembly purposes;
- (21) The Ontario Housing Corporation should work very closely with existing communities in areas where it intends to locate new projects in order to achieve the integration of its projects into existing neighborhoods.
- (22) The Provincial Government should encourage the provision of new housing that is integrated into existing neighborhoods;
- (23) The Rent Supplement Programme of the Ontario Housing Corporation should be greatly expanded;

- (24) A Provincial system of rent review and control should be implemented at once;
- (25) A Province-wide temporary freeze on rents should be instituted at once and remain in force until passage of rent control legislation;
- (26) Municipal Rent Review Boards with wide-ranging powers should be created; landlords and tenants should be represented on such boards; such boards should have power to hear evidence, undertake their own research and issue binding orders;
- (27) Maximum base rents should be set which reflect the actual costs of the owner and net speculative profits; such maximum base rents should be geared to housing standards and security of tenant;
- (28) A Tenants' Relations Act should be enacted granting tenants the right to bargain collectively with landlords;
- (29) The Municipal Rent Review Boards should maintain a central housing registry for each municipality and should issue licences to landlords to ensure maximum housing standards;
- (30) A Federal-Provincial-Municipal programme of shelter allowances and income supplements should be introduced, particularly for families on low, medium, and fixed incomes.<sup>40</sup>

#### Sherbourne/Dundas Debacle

During the month of May, CORRA assumed a very active role in the Sherbourne/Dundas debacle. Briefly, this development proposed to

replace twenty-five houses, among them an historical landmark, with a twenty-nine story one and two bedroom apartment building permissible under the existing zoning. This building was to be purchased by the Ontario Housing Corporation upon completion.<sup>41</sup>

However, in 1971, the City of Toronto commissioned an architect to study possible alternatives to the existing

scheme. The resultant proposals (which had been accepted by City Council) involved a low-rise infill plan which would include the restoration of most of the twenty-five houses. Problems arose as the O.H.C. had not been notified of the architect's alternative. The developer had been notified and seemed generally favourable towards the new scheme. However, he sold out his controlling interests in the project to another member of his company who was determined to go ahead as originally planned.

Wreckers arrived to tear down the buildings in question but were stopped by irate local residents supported by a number of "reform" aldermen. This group finally had to resort to tearing down the boardings protecting the site--without boardings demolition is illegal--in order to save the houses.<sup>42</sup>

When it became evident that the Minister responsible for the O.H.C. was not going to accept the consultant's alternative, CORRA stepped in. In the meantime, Toronto's Mayor Crombie had opted for a compromise solution of a fifteen story building. At this point, after having been unsuccessful in reaching the mayor, and with the constant threat of demolition present, a CORRA delegation visited the Mayor's house at 11:20 p.m. to convince him that the compromise would be unacceptable to area residents.

This visit resulted in unexpectedly unfavourable press coverage covered further by the Mayor's public indignation concerning the late night visit--CORRA members knew that Crombie had just returned twenty minutes earlier from a meeting at City Hall.

In any event, the issue was finally settled. The Ontario Housing Corporation and the City of Toronto will enter into a partnership for this project, the Province will pay 92-1/2 per cent of the cost and the City will pay 7-1/2 per cent, while retaining ownership of the land. The new scheme will be low-rise but will provide for the same density as the old one.

The Future Role and Function of the City of Toronto  
Planning Board

In October 1973, CORRA submitted its views on the future role and function of the City of Toronto Planning Board.

In particular, CORRA agreed with the Chief Planner's propositions that,

planning is a continuous, never-ending process, that it is central to good government, that it must be directed both to the city as a whole and to the various individual neighborhoods, and that citizens should be involved at all stages of the planning process.<sup>44</sup>

At the same time, CORRA was unable to accept the proposal that "much or all of the planning staff should be separated from the Planning Board and turned into a regular city department serving a committee of City Council."<sup>45</sup> CORRA does not deny that an intelligent case can be made for that course of action, and indeed, has been made by both the Mayor and Chief Planner. However, it is believed that that case

is overridden by another more fundamental argument.

In developing that argument the Chief Planner's proposal that "efforts should be made to broaden the involvement of citizens in the evolution of policies, not merely in commenting on them"<sup>46</sup> is taken into consideration. In addition, the Mayor's statement that "planning should be carried on in an open and public way, seeking the involvement of as many people as possible and kept close to the community, so that the policies and plans produced are those of the community"<sup>47</sup> is also considered.

To separate the planning staff from the Planning Board would, in CORRA's opinion,

lead to the negation of those vital principles because the Planning Board would inevitably be reduced to a peripheral advisory role. The real Planning Board would be able to praise and condemn, exhort and expostulate, but it would lack the means to participate in decision-making in any meaningful way. Similarly, any neighborhood groups which might be interested in the planning of their own neighborhoods would lack the means to do more than advise the City Council and its expert planning staff. In other words, citizens would not be involved in the actual evolution of policies but merely in commenting on them.<sup>48</sup>

Regarding "Neighborhood Development," CORRA believes "in building neighborhoods into the city's power system and sees an enlargement of the function of the Planning Board and a revision of its structure as the means for achieving that aim."<sup>49</sup> Indicative of the Board's enlarged function would be a change of name to "Board of Neighborhood Develop-

ment" and "City Planning."

The new Board could consist of representatives from local citizens' groups possibly elected by Ward Councils. In the absence of such councils or prior to their establishment, elections could be by Ward Federations and the present Planning Board and staff would be charged with the duty of helping to get Federations functioning. The Board would have substantial autonomy in planning matters: both its budget and its policy recommendations could be overruled by a two-thirds majority of the City Council.<sup>50</sup>

A commissioner maintaining the same status as the city's commissioner would direct the Board's staff. The staff would be organized into functional divisions under four directors with the following responsibilities:

- (1) Neighborhood planning services,
- (2) Community development services,
- (3) Inner city residential planning services,
- (4) Central area planning and development services,
- (5) Overall planning services.

The first division would enable neighborhood groups to be involved in the actual creation of their local plans instead of "merely commenting on them." Complementary to this grouping would be the community development services division whose function would be to encourage and aid citizen participation and to conduct existing inarticulate groups and citizens into the mainstream of the planning process. These services would both be geographically decentralized so as to



It is believed that this organizational framework would provide the means for neighborhood groups to become genuinely involved in the ongoing process of planning their neighborhoods. In addition, the Planning Board would be a representative body of neighborhood groups which would be similarly involved in city-wide planning. As such it provides the machinery through which citizens can be effectively involved on a continuing basis at both the city and neighborhood levels. CORRA believes that "the continuing involvement of citizens will broaden and deepen the democratic significance of biennial elections and will provide the elected council with an indispensable frame of reference for its decision making."<sup>51</sup>

Another area of concern dealt with entailed the development of an "Urban Design Plan" as a supplement to all Part I plans. This proposal arose as members of CORRA noticed large gaps between Part I plans and Part II studies. This scheme would

provide a set of universally applicable policies and options from which individual areas would make selections to meet their individual needs. An Urban Design Division would be created within the Planning Board staff to provide the expertise needed for the preparation and administration of the Urban Design Plan.<sup>52</sup>

All in all, CORRA supports the principle of an independent Planning Board with its own staff and opposes the transformation of the Planning Board staff into a city department; endorses in principle the proposal for using

the Planning Board and its staff as a vehicle for enhanced citizen participation and a counterpoise within the official governing structure, and lays particular stress on placing the neighborhood improvement program under the Planning Board rather than the Development Department; and supports the proposal for an Urban Design Plan to supplement the City's Part I plan, with the creation of an Urban Design Division within the Planning Board staff to provide the necessary expertise.

## VII. METHOD OF APPROACH

### Methodology Incorporated When Dealing with an Issue

Generally, there are two ways in which CORRA becomes aware of an issue. The CORRA executive will put it on the agenda; or, a non-CORRA organization will write to CORRA or appear before CORRA council and ask for its involvement.

After an issue has been selected for attention, CORRA sets forth to deal with it in an effective and efficient manner. Basically, three measures are employed. First, CORRA notifies all interested and concerned parties. Secondly, a special committee is set up to deal with the specific issue. Then, after much research has been undertaken, the committee appears before the appropriate bodies.

To be more precise, the specific steps of approach actually depend upon the issue at hand. For example, regarding CORRA's submission to the Ontario Task Force on Housing, ten steps were incorporated:

- (1) CORRA placed an advertisement in the newspapers to arouse all interested parties;
- (2) All interested parties then presented their views;
- (3) A special committee was formed;
- (4) Consultants were called in to assist and help CORRA to understand the issues;

- (5) A draft brief was prepared;
- (6) This brief was then sent to all CORRA members for approval;
- (7) A special meeting of CORRA was called and this brief was presented to council;
- (8) It was rewritten, printed, and bound;
- (9) A news conference was then held;
- (10) A presentation was made to the Task Force on Housing.

In all, this entire process took approximately three months to complete.

## VIII. SUCCESS AND FAILURE: REASONS AND RESULTS

### Elements of Success

CORRA has been frequently successful in affecting the outcome of municipal issues. The reasons for this success are varied. The preceding discussion on methodology can certainly be seen as one element of success. Secondly, CORRA members always do their homework before presenting an issue. As such they are known for their thoroughly researched submissions. For example, Rev. Frerichs, when researching Metro Centre lands, discovered that the Province of Ontario owned fifty acres. The Province was unaware of this fact and was consequently very embarrassed upon learning of it.

Thirdly, CORRA adheres to a "stick to it" policy. Very rarely do CORRA members give up when dealing with an issue. For example, Rev. Frerichs has been working on Metro Centre for three years now. Walter Manthorpe, Vice President of The Meridian Group, admires CORRA's vigilance. "Their keenness, enthusiasm, vitality and the amount of time they devote to an issue never cease to amaze me."<sup>53</sup>

CORRA has not hesitated at any time to involve itself in the detail of getting something across. For example, CORRA publishes an annual voting record which has been quite helpful and effective in raising the awareness level of the

public regarding their alderman's specific leanings.

A fifth element of success involves CORRA's realization that any association must try to respond to changes in people and their attitudes. In so doing, an association should not perpetuate itself as it becomes less responsible to the public's wants. For example, CORRA may have to learn to develop new institutions at a new level if it is a real democratic body. Thus, CORRA is weakening; that is, there is an increasing feeling that for the present time an organization such as itself is not needed. As such CORRA feels that it is better able to cope with the public.

#### Results of CORRA's Success

The result of CORRA's success is a City Council which is more responsive to the public's wants and desires. As noted earlier, four of CORRA's members now sit on City Council. In addition, nine members of the City of Toronto Planning Board and four members of the Metro Toronto Planning Board, are directly concerned with CORRA's efforts.

Being part of the governing structure is one way in which CORRA has succeeded in influencing City Hall.

Another method involves the expertise and information which CORRA has built up and accumulated throughout the years and which the City Hall is now tapping very effectively. Individual task-forces formed by the City of Toronto Planning

Board, for example, have called upon CORRA to assist them in their reports.

#### Elements of Failure and Associated Results

The foregoing has dealt mainly with CORRA's success. But the Federation also possesses two notable elements of failure. First, it has not managed to include the working class in its operations. As discussed earlier (p. 23), the reasons for this rift pertain to the different goals and objectives maintained by the working and middle-class. Second, the legitimacy of CORRA decisions is sometimes questioned, as, with a thirty-seven member association, not all of the members are present at important meetings.

## IX. CORRA'S FUTURE

Presently, CORRA is trying to decide its future objectives. Annella Parker feels that the foremost goal of the Federation at this time is to work for greater resident participation. In so doing, CORRA should try to involve more people and organizations in its work. As such it would seem reasonable to assign CORRA with the function of organizing the unorganized.

However, the task of involving as many different individuals and organizations as possible, has proven to be somewhat difficult. Usually new groups, especially in working class and/or ethnic areas, are very distrustful of any external intrusions. An example of this has occurred in Ward 5 where an attempt to establish a Ward Council and then a federation of the Ward's residents, failed. Apparently, those residing in the western end of the Ward, an area housing many ethnic groups, feared the supremacy of their eastern counterparts, who have a long established tradition of municipal involvement. Hence, they declined to participate in any sort of formalized manner, thereby excluding the potentiality of a Ward Council.

Organizing the unorganized then, can be attained by providing aid to any group desiring formation. As such,



it is my belief that CORRA should expand and further develop its reserves of organizational and municipal experience. Working to make other groups conscious of these available resources should complement the foregoing effort.

CORRA should also prepare to take a more effective stand in suggesting priorities of legislation to City Council. Since City Council presently maintains a reform majority, these recommendations could readily be considered.

Being active in those areas and on those issues outside the jurisdiction of any one particular ratepayer's group, such as Metro Centre, has always been a main concern of CORRA, and should continue as such.

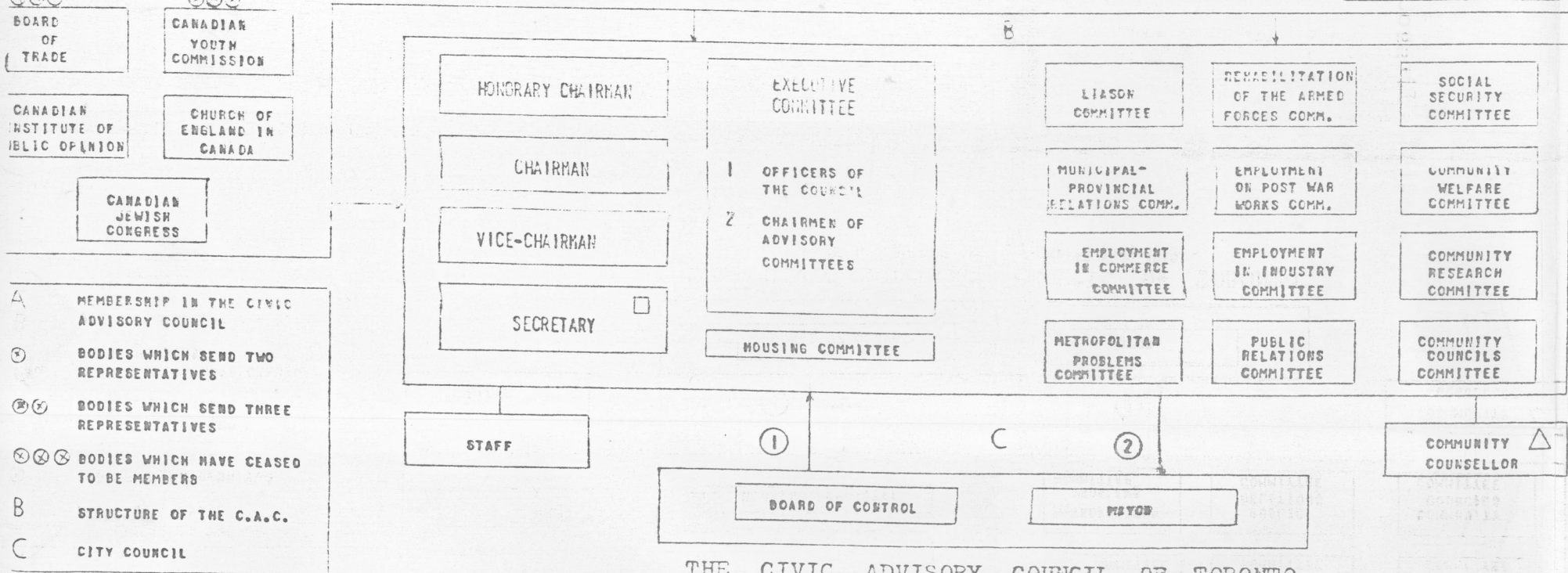
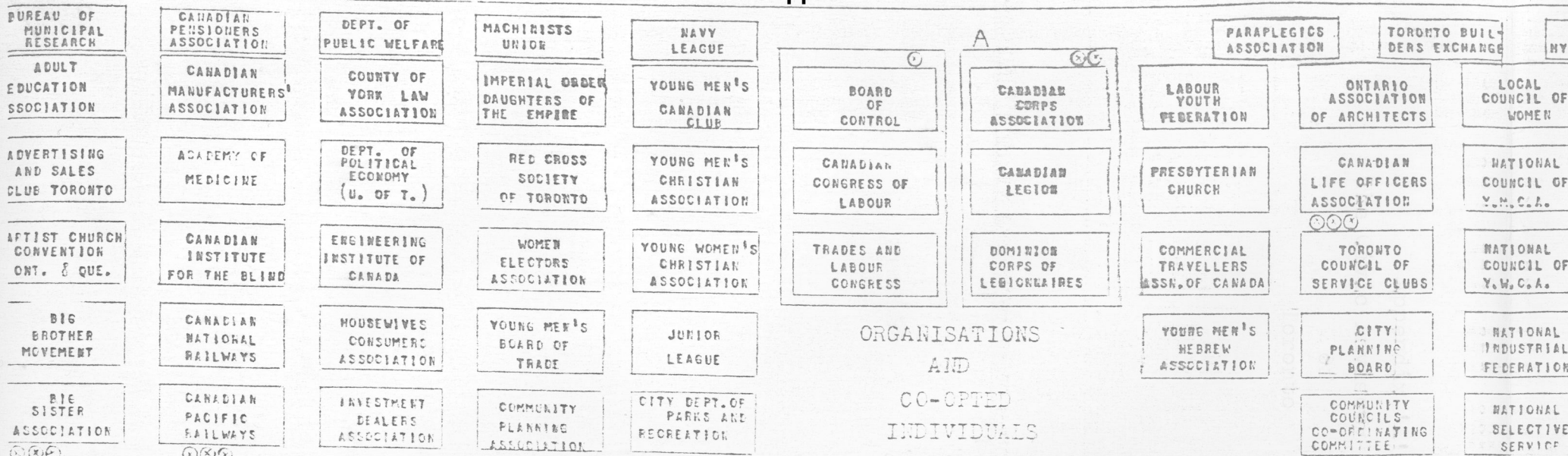
And lastly, CORRA should persist in its traditional role of checking the government just to maintain that pressure needed for good government.

## X. CONCLUSION

This entire committed initiative by the citizenry is necessary in order to create an urban environment which is both efficient and humane. However, there is a possible danger that such an effort would make the elected representative little more than a delegate who does not use his own intellect, but simply acts and votes as if he were a puppet manipulated by the strings of a vague citizen consensus. Citizens must realize that the final authority to make decisions rests with local government and the elected representatives. Any partnership between the city and neighborhood groups should be founded on the understanding that the city is the senior partner and the group the junior partner.

Thus, CORRA members should realize that their role as a federated organization is simply advisory and not a dictatorship.

# Appendix A



THE CIVIC ADVISORY COUNCIL OF TORONTO  
AS OF BY-LAW 6501 AND AMENDMENTS 1943-1945

## APPENDIX 'B'

## CONFEDERATION OF RESIDENT AND RATEPAYER ASSOCIATION

## C O N S T I T U T I O N

There shall be hereby constituted the Confederation of Resident and Ratepayer Associations, (hereinafter referred to as CORRA), within the City of Toronto for the purpose of coordinating the activities of the member-associations, to assist in their mutual support, generality of the foregoing:

- (a) to be a spokesman on all matters for which the member-associations authorize it to be spokesman;
- (b) to promote better urban life;
- (c) to promote beneficial legislation;
- (d) to maintain a record of resident and ratepayer associations, their officers, boundaries and related information;
- (e) to act as a clearing house for information on proposed city development;
- (f) to foster communication with elected representatives and civic officials (thereby ensuring early information of new developments and permitting representations before completion of plans);
- (g) to make available to all member-associations the organizational and other experience of the older Toronto member-associations, thus constituting a reservoir of talent to further common objectives;
- (h) to assemble information on voting behaviour of elected City officials and other such information of use to the member-association;

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- (i) with power to accept, disburse, hold, borrow and otherwise handle money and other securities remitted, trusted, given or otherwise made available for the purpose of CORRA
- 2. (1) Membership in CORRA shall be open to all organized ratepayer, property owner, resident and tenant associations or other such organizations in the City of Toronto who,
  - (a) have a current paid membership not less than forty;
  - (b) who have a constitution or articles of association, which shall be filed with CORRA;
  - (c) who have elected an executive or other responsible person or persons for the conduct of their affairs;
  - (d) who otherwise comply with this constitution.
- 2. (2) Membership is acquired by application to CORRA and upon a majority resolution of those present in Council accepting such application and upon payment of such of such fees as are established by CORRA.
- (3) CORRA may revoke the membership of any member-association if such member-association is in arrears of dues or fees for a period not less than thirty days or for cause upon a resolution approved by not less than two-thirds of those present at a Council meeting specially called for that purpose.
- 3. (1) CORRA shall be governed by a Council composed of one delegate from each member-association in good standing sitting in Council and each such delegate having one vote.
- (2) One alternate delegate from each member-association may attend at any Council meeting but may not vote.
- (3) A quorum at any Council meeting shall be ten delegates.

-3-

4. (1) The Council shall elect from its ranks the Executives of CORRA which shall consist of a Chairman, 3 vice-Chairmen, a Secretary and a Treasurer. The Executives of CORRA shall hold their office for a period of one year and shall at all times be subject to recall, and such Executives shall each be eligible for re-election for not more than a total of three years in succession.
- (2) The policy of CORRA shall be established by the Council.
- (3) No member-association may speak or act in the name of CORRA without the written authority of the Council.
- (4) The election of the Executives shall take place at the annual meeting of CORRA.
- (5) A member-association whose delegate has been elected to one of the Executive offices of CORRA may, at its option, appoint a second delegate to cast its vote at any Council meeting, whereupon that Executive shall not vote, or may appoint that Executive to continue as that member-associations's voting delegates.
- (6) Notwithstanding subsection (5) of this article an Executive officer, standing for re-election or for another elective office, shall not vote as a delegate for any member-association at that election, and such member-association may appoint an alternate voting delegate for that purpose.
- (7) In the event of a tie vote at any meeting the Chairman of CORRA shall have a casting-vote.
5. The dues and fees for admission as a member, or on an annual basis, or for any other purpose, shall be determined by resolution of the Council.
6. (1) The annual meeting shall be at the call of the Chairman once in each calendar year and shall be upon notice to each member-association sent by ordinary mail not less than fourteen days in advance.
- (2) Ordinary meetings as required shall be convened at the call of the Chairman.

7. The amendment to this Constitution shall only be made by a resolution approved of by two-thirds majority of those delegates present at a meeting of Council specially called for the purpose, with notice of such meeting and the proposed amendment being sent to each member-association by ordinary mail not less than fourteen days in advance.
8. (1) CORRA shall not participate in political party activities.  
(2) CORRA shall be a non-profit organization and all money and securities acquired by CORRA shall be deemed to be in trust for the joint benefit of its member-associations for the purposes and objects of CORRA.
9. Unless restricted by resolution of the Council, any two of the Executive, acting together, shall be the signing officers of CORRA; but the Treasurer shall be the chief financial officer of CORRA.

# TORONTO CITY COUNCIL 1970

## SELECTED VOTING RECORD

- \* - Voted against position of Local Residents
- O - Voted in support of position of Local Residents
- ? - Voted different ways on Same Issue
- A - Absent

### APPENDIX C

#### Council Voting Records, 1970, 1971, 1972

Prepared by the  
Confederation of Resident and Ratepayer Associations

	Repeal By-law Mt. Pleasant/ Balliol - Apr	Widen Summerhill Ave. - March	Widen St. Joseph St. - Sept/Oct/Nov,	Support Spadina Area Development Corp. - June	Support Riverdale Community Organization- Oct	Approve Police Tower in Park Apr/Sept/Dec	Approve Spadina Expressway Apr/May/Jun/Sept
Mayor							
W. Dennison	*	*	*	*	*	*	*
WARD 1							
B. Grys	*	*	*	*	*	*	*
W. Boytchuk	A	?	*	*	A	*	?
WARD 2							
A. Lamport	A	*	*	*	*	*	*
A. Chisholm	O	O	O	O	O	O	O
WARD 3							
H. Bruce	*	*	*	*	*	*	*
J. Piccininni	*	*	*	*	*	*	*
WARD 4							
A. O'Donohue	*	A	O	*	*	*	O
A. Eggleton	O	O	O	O	O	*	O
WARD 5							
Y. Hope	O	O	O	A	O	O	O
W. Archer	O	O	*	*	O	*	O
WARD 6							
J. Marks	*	*	*	*	*	*	*
H. Brown	A	A	O	O	O	O	O
WARD 7							
K. Jaffary	A	O	O	O	O	O	O
J. Sewell	O	O	O	O	O	O	O
WARD 8							
F. Beavis	*	*	*	*	O	*	*
T. Clifford	*	*	*	*	*	*	*
WARD 9							
T. Wardle	*	*	*	*	*	*	*
R. Scott	O	A	A	A	O	O	O
WARD 10							
P. Pickett	O	O	*	*	*	*	*
W. Kilbourn	O	O	O	O	O	O	O
WARD 11							
D. Rotenberg	*	O	*	*	*	?	O
D. Crombie	O	O	O	A	O	O	O



# TORONTO CITY COUNCIL 1971

## SELECTED VOTING RECORD

O - Supported position expressed by resident & ratepayer associations  
 \* - Opposed position expressed by resident & ratepayer associations  
 C - Declared conflict of interest  
 = - Intermediate position  
 A - Absent

Prepared by the  
 Confederation of Resident and Ratepayer Associations

	Appoint citizen representatives to Planning Bd. March	Establish citizens advisory committee to Metro Transpt'n Planning Committee April	Public meetings before amending sect'ns 3.2,6.2 of Official Plan May	Approve rezoning for apartments Quebec/Gothic Avenues Sept. 16	Approve rezoning for development St. James Town West Sept. 17	Approve Metro Centre Part II Statement December
Mayor						
W. Dennison	*	*	*	*	*	*
WARD 1						
B. Grys	*	*	*	C	*	*
W. Boytchuk	*	A	*	A	A	=
WARD 2						
A. Lamport	*	A	*	*	*	*
A. Chisholm	O	O	O	O	O	O
WARD 3						
H. Bruce	*	A	*	*	*	*
J. Piccininni	*	A	A	*	*	*
WARD 4						
A. O'Donohue	A	O	A	*	O	=
A. Eggleston	O	O	O	O	O	O
WARD 5						
V. Hope	O	O	O	O	O	O
W. Archer	*	*	*	*	*	*
WARD 6						
J. Marks	*	*	*	*	*	*
H. Brown	O	O	*	*	*	A
WARD 7						
K. Jaffary	O	A	O	O	O	O
J. Sewell	O	O	O	O	O	O
WARD 8						
F. Beavis	*	*	*	*	*	*
T. Clifford	O	*	*	*	*	*
WARD 9						
T. Wardle	*	*	*	*	*	*
R. Scott	O	O	O	O	O	O
WARD 10						
P. Pickett	O	*	*	*	A	=
W. Kilbourne	O	O	O	O	O	O
WARD 11						
D. Rotenberg	*	*	*	*	*	*
D. Crombie	O	O	O	O	O	O

# TORONTO CITY COUNCIL 1972

## SELECTED VOTING RECORD

O - Supported position expressed by resident & ratepayer associations  
 \* - Opposed position expressed by resident & ratepayer associations  
 C - Declared conflict of interest  
 = - Intermediate position  
 A - Absent

Prepared by the  
Confederation of Resident and Ratepayer Associations

	Times absent for recorded votes	Motion to unseat Ben Grys	Wellesley Street widening	Bathurst St. Subway route	Official Plan Amendments - Public Hearings	Surplus City land for park on Wellington	Residential Bonus Policy	Rezoning St. Mary/ Inkerman Streets	Eaton Centre land exchange	
		Feb	March	March	Oct	May	July	Sept	Sept	Oct
				(City)	(Metro)					
Mayor										
W. Dennison	41	*	*	O	*	*	*	*	*	*
WARD 1										
B. Grys	25	A	*	O	O	*	*	*	*	*
W. Boytchuk	72	A	A	O		*	A	A	A	A
WARD 2										
A. Lamport	89	A	*	O	O	*	A	*	*	*
A. Chisholm	52	O	O	O		O	A	A	A	O
WARD 3										
H. Bruce	114	A	*	A	O	*	*	*	*	*
J. Piccininni	73	A	*	O		*	A	*	*	C
WARD 4										
A. O'Donohue	29	*	=	O	*	*	*	*	*	*
A. Eggleton	21	*	O	O		*	O	O	O	O
WARD 5										
Y. Hope	31	O	O	O	O	O	O	O	A	O
W. Archer	33	O	*	O		*	*	*	=	*
WARD 6										
J. Marks	5	*	*	O	A	*	O	*	*	*
H. Brown	87	A	O	O		*	A	A	A	*
WARD 7										
K. Jaffary	20	A	O	O	O	O	O	O	O	O
J. Sewell	22	O	O	O		O	O	O	O	O
WARD 8										
F. Beavis	15	*	*	O	*	*	*	*	*	*
T. Clifford	8	*	*	O		A	O	*	*	*
WARD 9										
T. Wardle	?	*	*	O	A	*	A	A	A	A
R. Scott	89	O	O	O		A	A	O	O	OA
WARD 10										
P. Pickett	6	*	O	*	*	*	*	O	*	*
W. Kilbourn	17	O	O	O		O	O	O	O	O
WARD 11										
D. Rotenberg	31	*	*	O	*	*	*	*	*	*
D. Crombie	89	O	O	O		O	O	A	A	O



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## NOTES

<sup>1</sup>Edmund Burke, "Citizen Participation Strategies," Journal of the American Institute of Planners, XXXIV (September, 1968), 287.

<sup>2</sup>Wilson Head, "The Ideology and Practice of Citizen Participation," Citizen Participation: Canada, edited by James Draper (Toronto: New Press, 1971), p. 18.

<sup>3</sup>Report of the Committee on Public Participation in Planning by Skeffington, Chairman, People and Planning, 1969, quoted in D. C. Hefferon, Land-Use Planning (Toronto: Osgood Hall Law School, 1972-73), p. 7.1.

<sup>4</sup>Edgar Cahn and Jean Cahn, "Citizen Participation," Citizen Participation in Urban Development, Vol. I, edited by Hans Spiegel (Washington: Centre for Community Affairs, NTL Institute for Applied Behavioral Science, 1968), p. 219.

<sup>5</sup>Bureau of Municipal Research, "Neighborhood Participation in Local Government: A Study in the City of Toronto," Civic Affairs (January, 1970), 5.

<sup>6</sup>Sherry Arnstien, "A Ladder of Citizen Participation," Journal of the American Institute of Planners, XXXV (July 1969), 216.

<sup>7</sup>Francis Bregha, Public Participation in Planning Policy and Program (Toronto: Ministry of Community and Social Services, 1973), p. 11.

<sup>8</sup>Colin Vaughn, "Listen to the People in the Seventies," Living in the Seventies, quoted in The Committee on Government Productivity, Citizen Involvement (Ottawa: Queen's Printer, 1972), p. 12.

<sup>9</sup>The Committee on Government Productivity, Citizen Involvement (Ottawa: Queen's Printer, 1972), p. 12.

<sup>10</sup>ibid., p. 12.

<sup>11</sup>Alvin Toffler, New York Faces Future Shock, quoted in The Committee on Government Productivity, Citizen Involvement, p. 16.

<sup>12</sup>Maureen Quigley, Democracy is Us (Toronto: Department of Municipal Affairs, 1971), p. 85.

<sup>13</sup>Saul Alinsky, Reveille for Radicals (New York: Vintage Books, 1969), p. 28.

<sup>14</sup>The Hon. J. C. Munro, "Community Development Process," quoted in Wilson Head, "The Ideology of Citizen Participation," Citizen Participation: Canada, p. 17.

<sup>15</sup>Gary Zatgo, "Citizen Participation in Planning Decision Making: A Case Study in London, Ontario--A Systems Approach" (M. A. Thesis, University of Waterloo, 1972), p. 5.

<sup>16</sup>C. Russel, "Social Change in the Annex" (M. A. Thesis, University of Toronto, 1963), p. 4.

<sup>17</sup>Annex. "Newsletter of the Annex Ratepayers' Association" (October, 1964), 4.

<sup>18</sup>Report of the Lieutenant-Governor's Committee on Housing Conditions in Toronto, by the Hon. H. A. Bruce, Chairman (Toronto: John Appleton, 1934), p. 2.

<sup>19</sup>Toronto Civic Advisory Council, Report on Citizens Organizations (Toronto: Toronto Civic Advisory Council, 1950), p. 30.

<sup>20</sup>Stanley Pickett, "Citizen Leadership in Planning and Renewal," Community Planning Review, IX (March, 1959), 21.

<sup>21</sup>Harold Clark, quoted in Stanley Pickett, "Citizen Leadership in Planning and Renewal," p. 22.

<sup>22</sup>Annex, "Newsletter of the Annex Ratepayers' Association," II (September, 1955), 1.

<sup>23</sup>Voice of the Annex. "Newsletter of the Annex Ratepayers' Association," 1 (August, 1963), 2.

<sup>24</sup>Annex, "Newsletter of the Annex Ratepayers' Association," 1 (November, 1961), 1.

<sup>25</sup>The "Save Yorkville Now Committee" to The Department of Trade and Welfare, April 17, 1969, personal files of David Freeman, Past Chairman of CORRA.

<sup>26</sup>Beate Bowron, "A History of CORRA" (B.A. thesis, York University, 1973), p. 14.

<sup>27</sup>CORRA, "Constitution," article 4, sec. 3, 1973. (See Appendix B.)

<sup>28</sup>"Most Roads Lead to CORRA," The Globe and Mail, December 25, 1972.

<sup>29</sup>M. Carota, "The Citizen Group Movement Among the Low Income Citizens of Urban Canada," quoted in Wilson Head, "The Ideology and Practice of Citizen Participation," p. 22.

<sup>30</sup>Beate Bowron, "A History of CORRA," p. 27.

<sup>31</sup>"The CO '72 Statement," The Toronto Citizen, February 18, 1972.

<sup>32</sup>Beate Bowron, "A History of CORRA," p. 29.

<sup>33</sup>Ibid., p. 24.

<sup>34</sup>CORRA, "The Goals, Priorities and Objectives of The City of Toronto Council" (October 1970), p. 1.

<sup>35</sup>Ibid., p. 1.

<sup>36</sup>Ibid., p. 3.

<sup>37</sup>Ibid., p. 3.

<sup>38</sup>CORRA, "Brief to the Ontario Task Force on Housing" (March 28, 1973), p. 1.

<sup>39</sup>Ibid., pp. 1-2.



<sup>40</sup>Ibid., pp. a, b, c.

<sup>41</sup>Beate Bowron, "A History of CORRA," p. 32.

<sup>42</sup>Ibid., p. 33.

<sup>43</sup>Ibid., p. 33.

<sup>44</sup>CORRA, "The Future Role and Function of the City of Toronto Planning Board" (October 9, 1973), p. 1.

<sup>45</sup>Ibid., p. 1.

<sup>46</sup>Ibid., p. 1.

<sup>47</sup>Ibid., p. 1.

<sup>48</sup>Ibid., p. 1.

<sup>49</sup>Ibid., p. 1.

<sup>50</sup>Ibid., p. 2.

<sup>51</sup>Ibid., p. 2.

<sup>52</sup>Ibid., p. 3.

<sup>53</sup>Walter Manthorpe, The City: Attacking Modern Myths, edited by Allan Powell for the University League for Social Reform (Toronto: McClelland and Stewart Ltd., 1972).

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